

FINAL REPORT



International Federation of Red Cross and Red Crescent Societies
Fédération Internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

INDONESIA: FLOODS EMERGENCY RESPONSE

20 August 2004

The Federation's mission is to improve the lives of vulnerable people by mobilising the power of humanity. It is the world's largest humanitarian organisation and its millions of volunteers are active in over 181 countries.

In Brief

Appeal No. 02/04; Final Report - Indonesia: Floods Emergency Response; Period covered: 01 January, 2004 to 30 May 2004; Final appeal coverage: 99%. ([Click here to go directly to the attached Contributions List, also available on the website](#)).

Appeal history:

- Launched on 01 January, 2004 for CHF 539,305 (USD 431,444 or EUR 345,155) for 02 months to assist 25,000 beneficiaries.
- Budget was revised to CHF 902,237; and programme extended until 30 May, 2004.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 100,000 (reimbursed).

Related Emergency or Annual Appeals: [Annual Appeal \(01.64/2004\)](#)

All International Federation assistance seeks to adhere to the [Code of Conduct](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response](#) in delivering assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org>

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For longer-term programmes, please refer to the Federation's Annual Appeal.

Background and Summary

The year 2004 began with a great challenge for the Indonesian Red Cross (Palang Merah Indonesia or PMI). As the largest humanitarian organisation in Indonesia it was stretched to its limits meeting the needs of 25,000 flood victims in Jambi (main focus area), Palembang, Riau and South Sulawesi. Torrential rains during most of December resulted in the overflow of numerous rivers, such as the Batanghari river in Jambi province. Six people were killed and more than 20,000 people were displaced with over 200 houses, 200 schools, 70 health centres, hundreds of thousands of hectares of paddy fields, 45 mosques and seven bridges submerged by flood waters. The waters also damaged 75 floodgates and killed hundreds of farm animals. Nine other districts were flooded displacing thousands of people from across Sumatra and parts of Sulawesi. In addition, heavy rains during the first two weeks of

December in the neighbouring Riau province caused the Kampar and Indragiri rivers to break their banks, flooding six districts by up to 1.5 metres. The floods killed two people, submerged 14,000 houses, 85 bridges, 130 kilometres of main road, 75 schools, 65 mosques, 245 orange plantations and 50 hectares of paddy fields.

Following assessment and at the request of PMI – the International Federation launched an appeal on 1 January 2004, seeking CHF 539,305 to address the emergency needs of 25,000 displaced people for two months. These people were living under distressed conditions in makeshift shelters on roadsides as well as in schools and mosques.

Throughout January until March Indonesia continued to be barraged by torrential rains causing extensive flooding in several provinces such as West and South Kalimantan, West Java, South and West Sumatra, and East Nusa Tenggara. As a result, thousands of people were displaced as the flood water inundated thousands of houses, paddy fields, roads and bridges.

Generous donor support permitted the movement partners (PMI and the Federation) to extend the operation to 30 May 2004, in order to:

- a) provide humanitarian assistance to flood affected people in areas not included in the original plan
- b) ensure that assistance was provided in more sectors as needed
- c) enhance emergency response/preparedness capacity through stockpiling, to respond promptly and effectively to any future emergency situation across Indonesia

Accordingly the programme was officially completed on 30 May 2004 and fulfilled all objectives; humanitarian services were provided to more than 50,000 flood affected people in the islands of Sumatra, Java, Kalimantan and Sulawesi. In addition, emergency family kits (comprising household and hygiene articles) and shelter provisions (tarpaulins) for 30,000 people as well as water purification tablets for 250,000 people with five years shelf life were available with PMI - as contingency stock for future intervention.

Coordination

At the field level in each place of operation, close coordination was maintained between the PMI/Federation response team and the local government unit SATKORLAK/SATLAK PBP (provincial/district coordinating unit for the management of disaster and internally displaced persons). Also included were local representatives, community leaders, NGOs and the PMI local network (targeted chapter/branch - represented by the chairman or other governing committee members) who coordinated in terms of assessment, information sharing, conducting registration, receiving goods, local warehousing and transportation, distribution, security, monitoring and follow-up visits.

At national level, regular information sharing was carried out by the disaster management and communication units of PMI national headquarters with BAKORNAS PBP (National Coordinating Board for the management of disaster and internally displaced persons and refugees), media and movement partners (the Federation, International Committee of the Red Cross (ICRC) and interested national societies). The Federation country delegation facilitated coordination with international donors at country level including USAID, AusAID, UN Office for the Coordination of Humanitarian Affairs (OCHA), World Food Programme (WFP), international NGOs and embassies. This was done in terms of operational updates, field findings and problems, appeal contribution status and coordination of all international assistance.

Analysis of the operation - objectives, achievements, impact

Objectives and activities planned

Based on the available information, followed by several local assessment missions and the capacity of the PMI chapter/branches, these objectives were set to meet the needs of the flood distress population:

Water for life savings

Objective: To provide clean and safe water in the three areas of Jambi most susceptible to water crisis

Activity: 30 hand pumps to be installed in Muaro Jambi, Tanjab Timur, Batanghari, the three most affected districts of Jambi

Relief Distributions

Objective: To provide family kits and hygiene materials to households and families.

Activity: Team SATGANA (PMI rapid response team at field level) to distribute 5,338 family kits throughout the affected areas and camp residences.

Shelter

Objective: To provide shelter material (tarpaulin) for 4,338 families.

Activity: To distribute 4,338 tarpaulins (one per family) to those whose houses have collapsed or have a damaged roof and/or have been forced to leave their homes and live in the open.

Operation

Water for life savings

Thirty hand pumps were installed in the three most affected districts of Jambi province, as planned.

Targeted areas	Target: most vulnerable families/ beneficiaries (based on first assessment)	Final registration	Status of safe water programme
Muaro Jambi	949/3,927	959/3,977	Targeted 10 water pumps installed; fully functional
Tanjab Timur	1,381/5,226	1,223/6,115	Targeted 10 water pumps installed; fully functional
Batanghari	2,008/9,767	1,829/9,145	Targeted 10 water pumps installed; fully functional
Total:	4,338/18,920	4,332/20,842	30 water pumps

Relief/Shelter and other emergency service distributions

Based on the assessment findings and through a coordinated effort between the Federation, PMI and local SATLAK, some 9,672 families (55,086 beneficiaries) in nine different districts under six provinces were provided access to safe water, emergency food and medical service, household/hygiene kits and temporary shelter.

Targeted areas	Target: most vulnerable families/ beneficiaries (based on first assessment)	Final registration	Total assisted families under family kits* & tarpaulin distribution	Total assisted families under medical/emergency food facilities and others
Indonesia: Floods Emergency Response Operation – Immediate Relief				
Province: Riau				
Pekan Baru	2,000/10,0000 (approximate)	1,840/11,960	-	840 families (received emergency baby food supplies) 1,000 families (received emergency medical service and medicine)
Province: South Sulawesi				
Makasar	1,500/7,500 (approximate)	1,100/7,689	-	100 families (received emergency food: rice & noodles) 1,000 families (received emergency medical service and medicine)

Province : Jambi				
Muaro Jambi	949/3,927	959/3,977	959 families	-
Tanjab Timur	1,381/5,226	1,223/6,115	1,223 families	-
Batanghari	2,008/9,767	1,829/9,145	1,829 families	-
Sarolangun	321/1,605	321/1,605	321 families	-
Sub-Total:	4,659/20,525	4,332/20,842	4,332 families	-
Province: South Sumatra				
Palembang	1,000/6,897	1,000/6,897	1,000 families (received Only family kits)	-
Province: East Nusa Tenggara				
Mataram	400/2,611	400/2,611	100 families (received family kits and tarpaulins) 300 families (received only family kits)	-
West Kalimantan				
Sambas	1,000/5,087	1,000/5,087	1,000 families (received only family kits)	-
Total:	*Family kits distributed: 6,732 kits; tarpaulins distributed: 4,432pcs **Total families assisted under safe water, emergency food/medical service, and family kit and tarpaulin distribution: 9,672 families/55,086 people			

Note: Family kit comprising of water containers (two x 20L); mattresses, basic clothing for men, women and children (two sets for each individual), cooking utensils, plates and cups, hygiene articles, candles and matches.

Enhancement of emergency response/preparedness facilities

Emergency prepositioned stock was fully replenished by the end of April 2004 – with the projected period. This meant that 5,000 pieces of tarpaulin and 6,000 family kits, enough to supply 30,000 beneficiaries, were made available for use in any future emergency throughout Indonesia.

Water purification tablets with five years shelf life for 50,000 families (250,000 people) have also been stockpiled as part of this recovery and rehabilitation phase.

Indonesia: Floods Emergency Response Operation supported - Contingency Stock		
Item	Quantity Purchased/Status	Location
Water Purification Tablets	110 cartons for 50,000 families/250,000 people - stock for 15 days *5 yrs self life, valid until February 2009	<ul style="list-style-type: none"> 55 cartons in Surabaya Red Cross warehouse 55 cartons in Jakarta Red Cross warehouse, PMI national headquarters
Family kits and tarpaulin	6,000 family kits; & 4,000 pcs Tarpaulin *hygiene articles - 2 yrs self life: valid until March 2006; other items in proper warehouse condition with longer time self life	<ul style="list-style-type: none"> 3,000 family kits & 2,500 pieces tarpaulin in Surabaya Red Cross warehouse 3,000 family kits & 2,500 pieces tarpaulin in Jakarta Red Cross warehouse, PMI national headquarters

Note: Family kit comprising of: water containers (two x 20L); mattresses, basic clothing for men, women and children (two sets for each individual), cooking utensils, plates and cups, hygiene articles, candles and matches

Procurement

Initially, a total of 5,754 family kits and 3,638 tarpaulins were procured by the Federation of which 3,354 kits and 2,638 tarpaulins were from ICRC stock and the rest were purchased from the local Jakarta market. All other emergency items including family kits and tarpaulins under contingency stock were also purchased from the local market in Indonesia; except water tablets which were directly imported from Ireland. Procurement (including cargo flight chartering) was carried out through joint efforts of the Federation, PMI and ICRC logistics. Standard Federation/PMI procedures were applied to all procurement including the establishment of a procurement committee, sharing of documents with reliable *bona fide* suppliers, conduct of a comparative bid analysis and development of a purchase contract.

Transportation and shipment

The major challenge was transportation of these emergency items between Surabaya and Jambi. No direct shipping line was available and due to distance and remote location, even a chartered ship takes a minimum of six days to reach port Kualatungkal in Jambi (one day by road to Jambi city) and then another half day to reach other sub-districts. Under these circumstances, a Hercules aircraft was chartered (following standard bidding procedure) for the Jambi operation and it had to make altogether five individual trips to complete the emergency relief transportation from Surabaya to the Jambi airport. Normal cargo shipping lines, rented and local government trucks, four-wheel jeeps, motor and country boats were used for transportation of relief goods and to carry out distribution operations for other provinces, including distribution inside Jambi province.

Beneficiary selection

Throughout the assessment process, PMI staff and/or volunteers together with heads of villages and in close coordination with the local authorities identified Red Cross emergency programme beneficiaries based on the following criteria:

- a) families forced to leave homes and living in the open or in camps under distressed conditions
- b) families whose houses have collapsed
- c) families whose houses have damaged roofs
- d) affected community/villages with inadequate clean and safe water
- e) especially, following common Red Cross criteria to also select beneficiaries for emergency food and medical service deliveries

Distribution process ([click here](#) to view a photograph on this operation)

The Red Cross standard distribution process was followed in all nine districts under six different provinces. The relief items were distributed by staff and/or volunteers together with heads of villages, who had issued coupons to their beneficiaries prior to delivery. Upon exchange of coupon and relief goods, recipients were required to place their signatures or fingerprints on the Red Cross distribution sheets.

Monitoring

All nine distribution operations were accompanied and directly monitored either by PMI board members or senior staff, team KHUSUS (PMI national rapid response team) members and the Federation disaster management delegate/programme officer. These monitoring activities included packing, loading, air transport, shipping, distribution and reporting processes.

Dissemination

Red Cross Red Crescent visibility was maintained throughout the operation by hoisting PMI flags and banners with proper donor visibility at all distribution sites. PMI vest or jacket and cap were compulsory clothing for volunteers and there was an information sharing exercise (including *Red Cross/Red Crescent Fundamental Principles* and the *Code of Conduct*) prior to commencing distribution to targeted communities. In addition, there was some positive coverage by the local and international media, and the PMI head of the disaster management and communication divisions were interviewed. Throughout the operation PMI performance and activity were discussed in UN coordination meetings with appreciation and included in the minutes (i.e. OCHA and WFP monthly coordination meetings).

National Society Capacity Building

PMI has considerable experience in emergency response operations demonstrating, on a number of occasions, the ability to respond in a prompt and effective manner during natural disasters and conflict situations. It is the only voluntary organisation in Indonesia with nationwide coverage - through its network of 32 chapters and 358 branches; with more than 35,000 volunteers, some 900,000 youth members from schools and universities, including doctors and other professionals, providing a strong human resource base for disaster management. Seventy trained SATGANA teams and twenty members of team KHUSUS are important assets of the national society. Further, under the Federation supported disaster management capacity building programme in 2002/2003:

- *Each of the 30 provinces had two participants trained under Training-of-Trainers (TOT) capacity building project*
- *50 most high-risk districts had trained SATGANA teams with standard emergency response equipment sets to provide emergency services (rescue, first aid, evacuation and field kitchen facilities)*
- *Each of 15 high-risk provinces had eight participants trained in basic disaster management/risk reducing activities*
- *36 best SATGANA volunteers from 50 most high-risk areas were trained under disaster and conflict response capacity building activities*
- *20 staff and volunteers from seven targeted chapters and national headquarters were trained under logistics Capacity Building activities*

With these above upgraded services, in 2003 alone, 32 different natural disasters were responded to by PMI all over Indonesia (besides conflict response in Sulawesi, Maluku and Aceh) and it served 250,000 beneficiaries. This was possible due to the high level of commitment of PMI – not an easy task in Indonesia where the national society needs to be on constant alert for natural disasters and conflict situations. In August 2003, a PMI SATGANA volunteer from the Bogor (West Java) branch paid for his commitment with his life during a rescue operation in his district.

This year the floods emergency response operation provided an excellent opportunity for PMI headquarters and the Federation to evaluate their investment in the disaster management capacity building programme as all the affected six provincial chapters and nine districts were beneficiaries under the programme in 2002/2003. With the improved capacity, PMI was the first humanitarian agency to respond to this disaster. At field level, the PMI SATGANA team was engaged in all affected provinces, together with relevant local government units, in evacuation, first aid, registration, assessment, and field kitchen mobilisation. Through this operation, under the guidance of headquarters and Federation representatives, the management/staff and volunteers in targeted areas confidently implemented their updated knowledge on overall emergency operations and follow-up activities (i.e. coordination, detailed assessment, procurement, basic logistics, beneficiary selection/verification, standard relief management, reporting and monitoring/follow-up visits) and built a strong foundation for an effective response to any future emergency intervention.

Present capacity of the Federation

The Federation delegation in Indonesia currently comprises a head of delegation, an organisational development delegate, a disaster management delegate, a health delegate (shared time with East Timor), a national disaster management programme officer, a national finance/administration officer, a finance assistant and an office manager. For this operation, the disaster management delegate was responsible for procurement and logistics and was supported by the disaster management and finance/admin programme officers, with assistance of the ICRC country delegation and the PMI heads of disaster management division and logistics. Where necessary, support was also provided by the head of delegation, organisational development and health delegates, and other national colleagues.

Constraints

Logistics was the main constraint to complete the transportation of relief commodities for Jambi within targeted deadline. Shortage of available aircraft due to the Aceh emergency situation postponed the delivery schedules twice.

Secondly, January to March 2004 was a very challenging period for the disaster management unit of PMI and the Federation country delegation. Besides the floods emergency operation, the team had to provide assistance to a total of six other disasters throughout the period including four earthquakes, one volcanic eruption and two flash floods/landslides. The assessment team was engaged in all disaster areas and preliminary responses were performed by PMI on an as-needed basis. These unfortunate situations in Indonesia also delayed the overall completion of the flood emergency response operation.

Post emergency follow up ([click here](#) to view a photograph on this activity)

A three-day joint (Federation and PMI) post emergency follow-up visit was carried out in the three most flood affected districts in Jambi at the end of June, with the objectives to observe the impact of the RC/RC emergency operation, the progress of rehabilitation initiatives by other stakeholders (especially government), to share lessons learned and to advocate risk reduction measures at different levels. The *Rapid and Simple* methodology was used to fulfil the mission objectives (i.e. visual observation to compare the changes between damage and needs assessment data with the present situation and individual interviews with key stakeholders namely Bhupati, heads of SATKORLAK & SATLAK PB, hospitals, Department of Works, other local health and social welfare authorities; community leaders; and women and youth representatives).

Observations and findings:

The situation with the affected population had largely returned to normal:

- damaged roads, bridges; and new dams in some areas had been reconstructed or newly built by the local government
- education and health system were operational
- agricultural land was being prepared to produce alternative crops (such as beans and corn) with the support of local government and local cooperative associations (such as seeds, fertiliser and soft loans)
- PMI's distributed family kits, tarpaulins and water basins had proven most appropriate items - during and after the emergency period - as these were found to be in use by the community in their daily lives; the tarpaulin was one of the multifunctional items (used as shelter, as roofing, in water catchment systems to collect water, for drying rice or other foodstuff and sometimes used also as tents during outdoor communal ceremonies)
- Some 7,500 people benefited through the PMI water and sanitation programme in the three most affected districts of Batanghari, Muaro Jambi and Tanjab Timur supported under the Red Cross - Jambi flood emergency fund. In addition the community-based first aid programme (including water and sanitation) for the most vulnerable people in Jambi city is still ongoing and this is funded by Singapore Red Cross

Conclusions and lessons learnt

Based on follow-up findings analysis, the operation can be determined appropriate and effective, reflecting credibility on the generous support provided by contributors - especially USAID, AusAID and the national societies of Norway, Sweden, Denmark, Japan, China/Hong Kong, Monaco and Spain, WHO staff and local government and business communities; those who supported the PMI/Federation Secretariat to make possible this humanitarian initiative. The capacity building of the national society, in terms of preparedness and full, equal operational and emergency management ability, is still required as it is not consistent in all PMI chapters and branches. This is a slow process, requiring a strategic/integrated, comprehensive approach. The Federation is therefore very keen to secure consistent long-term support to implement this approach as this has been proven to be most appropriate and cost effective.

[Contributions list below; click here to return to the title page.](#)

Appendix



The distribution process in Jambi ([click here](#) to return to the report)



Follow-up assessment in June on water pump distributions ([click here](#) to return to the report)

Indonesia - floods

ANNEX 1

APPEAL No. 02/2004

PLEDGES RECEIVED

10/08/2004

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
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CASH

REQUESTED IN APPEAL CHF ----->				904,234		TOTAL COVERAGE 99.1%
AMERICAN - GOVT/USAID		150,000	USD	187,350	05.02.04	FAMILY KITS, TARPAULINS FOR 187 FAMILIES
AUSTRALIAN - GOVT		100,000	AUD	93,250	12.01.04	
CHINA, HONG KONG - RC		112,044	HKD	18,353	21.01.04	
DANISH - RC				48,736	09.01.04	
DANISH - GOVT				9,620	27.01.04	
JAPANESE - RC		21,600	USD	26,978	07.01.04	RELIEF NEEDS, OPERATIONAL NEEDS
MONACO - RC		10,000	EUR	15,600	06.02.04	
NORWEGIAN - GOVT/RC		1,078,749	NOK	191,478	09.02.04	
SWEDISH - GOVT		900,000	SEK	154,350	14.01.04	
WHO STAFF				2,000	09.01.04	
SUB/TOTAL RECEIVED IN CASH				747,715	CHF	82.7%

KIND AND SERVICES (INCLUDING PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
DANISH - GOVT				148,000	27.01.04	FAMILY KITS & TARPAULINS
Note: due to systems upgrades in process, contributions in kind and services may be incomplete.						
SUB/TOTAL RECEIVED IN KIND/SERVICES				148,000	CHF	16.4%

ADDITIONAL TO APPEAL BUDGET

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED				0	CHF	

INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES

Interim report	
Annual report	
Final report	X

Appeal No. & Title: 02/04 - INDONESIA FLOODS
Operation Time Frame : JAN 2004 TO MAY 2004
Project(s): PID511
Currency: CHF

CONSOLIDATED RESPONSE TO APPEAL

FUNDING	CASH		KIND & SERVICES		TOTAL INCOME
	Contributions	Comments	Goods/Services	Personnel	
Appeal budget	904,234				
less					
Cash brought forward	0				
TOTAL ASSISTANCE SOUGHT	904,234				
<u>Contributions from Donors:</u>					
American Govt.	191,024				
Australian Red Cross	95,310				95,310
Danish Red Cross	57,577				57,577
Hong Kong Red Cross	17,663				17,663
Japanese Red Cross	26,978				26,978
Monaco Red Cross	4,234				4,234
Nowegian Red Cross	191,478				191,478
Swedish Red Cross	144,617				144,617
Private Donor	2,000				2,000
 Danish Red Cross			136,014		136,014
TOTAL	730,882		136,014		675,872

OPENING	0
CASH INCOME Rcv'd	730,882
CASH EXPENDITURE	-730,882
CASH BALANCE	0

Appeal No. & Title: 02/04 - INDONESIA FLOODS
Operation Time Frame : JAN 2004 TO MAY 2004
Project(s): PID511
Currency: CHF

Description	APPEAL Budget	CASH	KIND & SERVICES		TOTAL	Variance
		Expenditures	Goods/Services	Personnel	Expenditures	
<u>SUPPLIES</u>						
Shelter and construction	115,711	99,300	30,413		129,713	-14,002
Clothing and textiles					0	0
Food/Seeds					0	0
Water and sanitation	36,000	26,916			26,916	9,084
Medical and first aid					0	0
Teaching materials					0	0
Utensils and tools	30,108	30,114			30,114	-6
Other relief supplies	454,863	324,486	105,601		430,087	24,776
Sub-total	636,682	480,816	136,014		616,830	19,852
<u>CAPITAL EXPENSES</u>						
Land and buildings					0	0
Vehicles					0	0
Computer and telecom equipment					0	0
Medical equipment					0	0
Other capital expenditures		1,122			1,122	-1,122
Sub-total	0	1,122			1,122	-1,122
<u>TRANSPORT AND STORAGE</u>						
Warehousing/Inspection					0	0
Transport and vehicles	111,412	122,751			122,751	-11,339
Sub-total	111,412	122,751			122,751	-11,339
<u>PERSONNEL</u>						
Personnel (delegates)	22,000	26,102			26,102	-4,102
Personnel (NS/local staff)	19,630	19,928			19,928	-298
Sub-total	41,630	46,030			46,030	-4,400
<u>WORKSHOPS AND SEMINARS</u>						
External workshops and seminars					0	0
Sub-total	0	0			0	0
<u>GENERAL AND ADMINISTRATION</u>						
Travel and related expenses	1,013	2,927			2,927	-1,914
Information		497			497	-497
Consultants						
General expenses	54,722	20,965			20,965	33,757
Security						
Sub-total	55,735	24,389			24,389	31,346
<u>PROGRAMME SUPPORT</u>	58,775	55,774			55,774	3,001
TOTAL	904,234	730,882	136,014	0	866,896	37,338